

THE WHITE HOUSE

WASHINGTON

DOMESTIC POLICY COUNCIL

Thursday, July 31, 1986

2:00 p.m.

Room 208 OEOB

AGENDA

1. Drug Abuse Policy -- Carlton Turner
Deputy Assistant to the President
for Drug Abuse Policy
Office of Policy Development

DOMESTIC POLICY COUNCIL MEETING

July 31, 1986

PARTICIPANTS

Attorney General Meese, Chairman Pro Tempore

Secretary Hodel
Secretary Brock
Secretary Bowen
Secretary Pierce
Secretary Herrington
Director Miller
Deputy Secretary Burnley
(Representing Secretary Dole)
Under Secretary Bauer
(Representing Secretary Bennett)

John Svahn, Assistant to the President for Policy Development
Alfred H. Kingon, Assistant to the President and Cabinet
Secretary
Ralph Bledsoe, Executive Secretary

Additional Attendees:

Carlton Turner, Deputy Assistant to the President for Drug Abuse
Policy, OPD
Richard Williams, Senior Policy Analyst, OPD
Debbie Steelman, Associate Director for Human Resources, Veterans
and Labor, OMB
Constance Horner, Director, OPM
Richard Willard, Assistant Attorney General, Civil Division

For Presentation:

Dennis Thomas, Assistant to the President
Peter Wallison, Counsel to the President
Mari Maseng, Deputy Assistant to the President and Director of
the Office of Public Liaison
Albert R. Brashear, Special Assistant to the President and Deputy
Press Secretary
Thomas Gibson, Special Assistant to the President and Director of
Public Affairs
John Tuck, Special Assistant to the President for Legislative
Affairs
Thomas Moore, Member, CEA
Boyden Gray, Counselor to the Vice President
Francis A. Keating, Assistant Secretary for Enforcement, Treasury
Chapman Cox, Assistant Secretary of Defense for Force Management,
Edward Dewinski, Counselor, Department of State
T. Kenneth Cribb, Counsellor to the Attorney General
Becky Norton Dunlop, Senior Special Assistant to the Attorney
General
 Assistant NIO for Narcotics, CIA

STAT

DRUGS IN THE WORKPLACE

(BA in \$ millions)

<u>Description</u>	<u>1986 Current Level</u>	<u>1987 Current Initiative</u>	<u>1987 Additional Options</u>	<u>Decision</u>
<u>Office of Personnel Managment</u>				
1. Alcohol and drug counselling are included in Employment Assistance Programs (EAP) offered by agencies. About 14,000 employees receive alcohol counselling and 2000 for drugs.	12			
2. Question job applicants on current substance abuse and revise security questionnaires; positive response grounds for rejection. Candidate must undergo counselling before reapplying.				
3. Mandate termination for second instance of illegal drug use by employees; <u>job performance not a factor</u> . Initial six month amnesty/rehabilitation period. Major PR campaign.				

DRUGS IN THE WORKPLACE: PAGE 2 OF 4

<u>Description</u>	(BA in \$ millions)		<u>1987 Additional Options</u>	<u>Decision</u>
	<u>1986 Current Level</u>	<u>1987 Current Initiative</u>		
4. Upgrade medical coverage in FEHB to include rehabilitation (28 days treatment, 100% coverage, 4 FTE per 1000 participate).				
5. Double current Employee Assistance counseling Program.			+ 12	
6. Further expand current counseling program to quality of private sector (average of 17 per FTE x 2.1 million civilian FTE).			+ 24	
7. OPM guidance on drug screening regs on quality control standards in testing; collect data on productivity, effect of above measures.				

Executive Office of the President/OFPP

8. With regard to government contractors, there are currently no government-wide efforts to work with federal contractors to ensure drug-free work places.

9. Direct through Executive Order Presidential Memoranda or OFPP policy letter that agencies encourage contractors to educate employees about drug abuse; and screen, detect and treat employees needing treatment.

DRUGS IN THE WORKPLACE: PAGE 3 OF 4

	<u>Description</u>	(BA in \$ millions)			<u>Decision</u>
		<u>1986 Current Level</u>	<u>1987 Current Initiative</u>	<u>1987 Additional Options</u>	
10.	Amend Federal Acquisition Regulation to require contractors to certify they have instituted a program to ensure a drug free environment (Contractor costs may be passed back to government)				
11.	Develop legislation to require contractors (especially in national security) to establish comprehensive drug testing and prevention programs, to be monitored by Federal Government.			+5	
	<u>Department of Labor.</u> Minimal current effort.				
12.	Emphasize employee/union responsibility for prevention of drug abuse in the workplace in speeches of Secretary Brock and other DOL officials.				
13.	Develop letter from Secretary Brock to be sent out to governments, company and union officials using various interest groups mailing lists.				

DRUGS IN THE WORKPLACE: PAGE 4 OF 4

<u>Description</u>	(BA in \$ millions)			<u>Decision</u>
	<u>1986 Current Level</u>	<u>1987 Current Initiative</u>	<u>1987 Additional Options</u>	
14. Have the DOL's Bureau of Labor- Management Relation and Cooperative Program develop state/regional conference on cooperative worker- management drug control programs, involving public and private employer and employee represent- atives. Working in conjunction with HHS, provide technical assistance on testing and treatment.	--	--	+1	
DRUGS IN THE WORKPLACE, SUBTOTAL	12	12	54	

DRUG USE PREVENTION/TREATMENT

(Budget authority in millions of dollars)

Description	1986 Current Level	1987 Current Initiative	1987 Additional Options	Decision
1. The Alcohol, Drug Abuse, and Mental Health block grants provides funds to States to conduct a wide variety of drug abuse prevention/treatment programs. Legislative earmarks force States to spend allot funds roughly equally among drug abuse, alcoholism, and mental health programs.	124	+10		
2. Support a program of State/Community-based demonstrations designed to mobilize and evaluate a community-wide effort to prevent and treat drug use. Such a program has never been attempted.			+40	
3. Within HHS, establish an Office of Technical Assistance for Drug Use Prevention to provide a focal point for State and community contacts. (Not technology/treatment assessment)			+1	
4. HHS supports communities' efforts to form "Just Say No" antidrug abuse clubs.				
5. ADAMHA and American Association of Advertising Agencies (4As) will embark on a privately-funded \$500 million media campaign against drug abuse. ADAMHA will expand media materials for "Just Say No" and				

DRUG USE PREVENTION/TREATMENT: PAGE 2 OF 3

<u>Description</u>	(BA in \$ millions)			<u>Decision</u>
	<u>1986 Current Level</u>	<u>1987 Current Initiative</u>	<u>1987 Additional Options</u>	
<u>White House/Intergovernmental Affairs</u>				
No current effort.				
6. Encourage States and local governments to develop drug-free workplaces; initiate White House/IGA campaign with States and local governments.				
<u>FBI and DEA</u>				
7. The Coaches program supports drug abuse education efforts on high school and college athletic teams.	1			
8. Expand Coaches program to intensify efforts among athletic teams.			+3	

Action

9. The agency through grants to community organizations promotes the formation of youth, parent, and community groups to prevent the use of drugs among our nation's youth. The program provides up-to-date information on the harmful effects of drugs and encourages volunteer activity.

DRUG USE PREVENTION?TREATMENT:PAGE 3 OF 3

		(BA in \$ millions)			<u>Decision</u>	
<u>Description</u>		<u>1986 Current Level</u>	<u>1987 Current Initiative</u>	<u>1987 Additional Options</u>		
Department of Education						
<u>Current Level:</u>						
10.	Alcohol and Drug Abuse Education program. Five regional training centers for school personnel (700 persons per year) to teach drug abuse prevention. ED will also publish a drug abuse prevention booklet in September.	3				
<u>Additional Initiatives:</u>						
11.	High visibility speech campaign by Secretary Bennett and others; Letters to school officials from Bennett and Attorney General on drug abuse laws; Additional printed materials.			no new funds necessary		
12.	Secretary Bennett proposes new legislation for grants to States to make competitive grants to localities for drug abuse prevention in schools. Also a 20 percent set-aside for national level demonstrations, information dissemination, and research. A minimal effective version of this program would be funded at \$50 million. (The program could be funded under existing law with a budget amendment, or by proposing new permanent legislation.)	+	====	+50 =====	=====	

DRUG USE RESEARCH

(Budget authority in millions of dollars)

<u>Description</u>	<u>1986 Current Level</u>	<u>1987 Current Initiative</u>	<u>1987 Additional Options</u>	<u>Decision</u>
Department of Health and Human Services				
<u>RESEARCH</u>				
1. The National Institute on Drug Abuse conducts a wide variety of research into the biologic, biochemical, and behavioral aspects of drug abuse. Specific areas include:				
2. New drug abuse treatment modalities, including increased emphasis on less-expensive, outpatient care.	8	+1	+2	
3. Improved sensitivity of drug detection techniques, and development of alternate assay techniques, such as saliva.	1	--	+1	
4. Efficacy of family-based prevention efforts targeted at secondary school populations, and community-oriented.	2	--	+2	
5. Early indicators of drug use, such as mental health, family background, and possible genetic bases.	3	--	+1	
	==	==	===	
Page Subtotal	14	15	21	

DRUG USE RESEARCH: PAGE 2 OF 2

(Budget authority in millions of dollars)				
<u>Description</u>	<u>1986 Current Level</u>	<u>1987 Current Initiative</u>	<u>1987 Additional Options</u>	<u>Decision</u>
Department of Health and Human Services				
<u>Additional Options: Research</u>				
6. Expand the size and scope of the HHS Addiction Research Center (ARC) to conduct research on opiate and cocaine detoxification.	7	+1	+5	
7. Develop standardized procedures and minimal staffing guidelines for labs engaged in drug testing. Encourage State or private certification of labs.	-- ===	-- ===	+1 ===	
Research Subtotal	21	23	35	
	168	190	338	
GRAND TOTAL, WORKPLACE/PREVENTION/ TREATMENT/RESEARCH				

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<u>Descriptions</u>	<u>Current Level (1986)</u>	<u>Current Initiative (1987)</u>	<u>Additional Options (1987)</u>	<u>Decision</u>
<u>Investigations</u>				
Criminal drug investigations, which are targeted at high-level drug traffickers, are conducted primarily by DEA, FBI and IRS. Resources for this activity have grown by 90% in <u>real</u> terms between 1981 and 1986.	\$392			
The President's 1987 Budget contains increases of \$26M for the DEA to allow for the hiring of more agents and the purchase of sophisticated computer equipment and voice privacy radios. The Policy Board proposal adds another \$7M for the purchase of even more radios.		+\$26		
		+\$7		
OMB Comment:				
Given these large increases -- real growth of 98% since 1981 -- we do not believe any additional proposals are warranted.				
Subtotal, Investigations	\$392	\$425		

<u>Descriptions</u>	<u>Current Level (1986)</u>	<u>Current Initiative (1987)</u>	<u>Additional Options (1987)</u>	<u>Decision</u>
<u>International</u>				
Resources devoted to international programs are split roughly in half between State Department and DEA. The Department of Defense provides additional support (such as the current operations in Bolivia).				
State Department resources (\$69M) are used primarily for foreign crop control. DEA resources (\$56M) are used principally to station DEA agents and analysts in foreign countries. This represents a real growth of 50% since 1981.	\$125			
The President's Budget contains a small (\$3M) increase for State's Bureau of International Narcotics Matters and a \$6M enhancement to DEA's foreign program, providing for more agents and equipment. The Policy Board's proposal would add an additional 40 foreign agents to DEA at a cost of \$4M.		+\$3 +\$6 +\$4		
Additional resources could be directed toward State Department's crop control program. Additional funding would allow stepped up efforts in the priority South American countries.			+\$34	
Based on the recent NSDD, DOD is looking for additional ways to be of assistance in this area. Occasional operations, such as the current Bolivia operation, assistance to foreign governments and increased intelligence support are likely. Costs would begin in 1988				

<u>Descriptions</u>	<u>Current Level (1986)</u>	<u>Current Initiative (1987)</u>	<u>Additional Options (1987)</u>	<u>Decision</u>
<u>Intelligence</u>				
Intelligence activities are conducted by all the major drug enforcement agencies, i.e., DEA, Coast Guard, Customs, FBI. Intelligence activities directly contribute to the effectiveness of investigations, interdiction and international programs. Resources devoted by the Intelligence Community are not included here.	\$34			
The President's Budget proposes an increase of \$9M for the FBI to install an advanced computer system to assist in coordinating drug interdiction intelligence, and 19 intelligence analyst positions for DEA (\$3M). In addition, the Policy Board letter proposes the construction of a \$15M all-source intelligence center to make even better use of each agency's intelligence collection activities. The Board also proposed a \$10M increase for a Customs Service command and control center, and \$12M for a major Intelligence Community program.		+\$9		
		+\$3		
		+\$15		
		+\$10		
		+\$12		
OMB Comment:				
As the current initiative more than doubles the current level program in one year, we believe additional increases would not be justified.				
Subtotal, Intelligence	\$34	\$83		

<u>Descriptions</u>	<u>Current Level (1986)</u>	<u>Current Initiative (1987)</u>	<u>Additional Options (1987)</u>	<u>Decision</u>
<u>Prosecution and Corrections</u>				
Federal prosecutions are conducted by Justice Department attorneys and are normally limited to mid- and high-level traffickers. Prisoner movement and security are provided by U.S. Marshals, and incarceration is carried out by the Bureau of Prisons. Since 1981, resources for these activities have grown by over 90% in real terms, with about 30% of the Federal prison population consisting of drug offenders.	\$315			
The President's Budget has proposed the construction of 3 new prisons in 1987 and over \$10M is requested for the Justice Department's prosecutorial agencies. In addition, the Policy Board's letter proposes an additional \$6M to create 100 new attorney and support positions for high level drug prosecutions.			+\$32 (drug portion of prisons) +\$10 +\$6	

OMB Comment:

We recommend against a major drive toward "punishing" low-level drug dealers, as the options paper suggests, for 4 reasons:

- Existing Administration policy is to target Federal efforts at the high - level trafficker and leave the low-levels to local authorities.
- The Federal investigative, prosecutorial and correctional systems are already very crowded. These are literally tens of thousands of these low-level traffickers spread around the country; adding several thousand of them to the

<u>Descriptions</u>	<u>Current Level (1986)</u>	<u>Current Initiative (1987)</u>	<u>Additional Options (1987)</u>	<u>Decision</u>
-- Federal prisons are already overcrowded and will still be so even after the 3 new prisons are built. If the drug offender population were increased by 50% consisting of low-level traffickers, an additional \$39M to house them and \$120M for prison construction would be required. In addition, perhaps as much as another \$100M would be required to investigate and prosecute them. The costs are simply too great and the returns too low.			+\$39 +\$120 +\$100	
-- There is no evidence to suggest that prosecution of low level traffickers has any effect on supply. They are immediately replaced by others willing to make a few quick dollars on the street corner selling drugs.				
Subtotal, Prosecution & Corrections	\$315	\$363	\$622	

<u>Descriptions</u>	<u>Current Level (1986)</u>	<u>Current Initiative (1987)</u>	<u>Additional Options (1987)</u>	<u>Decision</u>
<u>Other Drug Law Enforcement</u>				
Other types of activity at the Federal level include research and development of practical law enforcement tools, domestic marijuana eradication and state and local grant programs and drug enforcement task forces.	\$100			
The President's Budget proposes terminating some of the grant program activity that could better be funded by local sources. All other programs are funded at current levels.		-\$18		
Additional funds could be directed to the drug problem from existing sources:				
-- The Attorney General could direct all available Justice Department grant funds (\$3M) to drug-related activities. Currently, they can be spent on any number of programs.			+\$3	
-- The Administration could strongly urge those States which have not yet obligated their 1986 grant funds to use their grants for drug related activity. At present, these funds can be spent on a wide variety of activities.			+\$116	
Also, the Treasury Department could, as a part of the curriculum at its Federal Law Enforcement Training Center, add a course on drug abuse prevention for a minimal cost (\$150,000).			+\$15	
Subtotal, Other drug law enforcement	\$100	\$82	\$219	

<u>Descriptions</u>	<u>Current Level (1986)</u>	<u>Current Initiative (1987)</u>	<u>Additional Options (1987)</u>	<u>Decision</u>
<u>Summary</u>				
Federal drug law enforcement has grown by 133% in <u>real terms</u> from 1981 to the present (including the current initiatives). Adding even more resources (i.e. the additional options) would add an additional growth of 19% on top of that.				
TOTAL, DRUG LAW ENFORCEMENT	<u>\$1,713</u>	<u>\$2,148</u>	<u>\$2,560</u>	